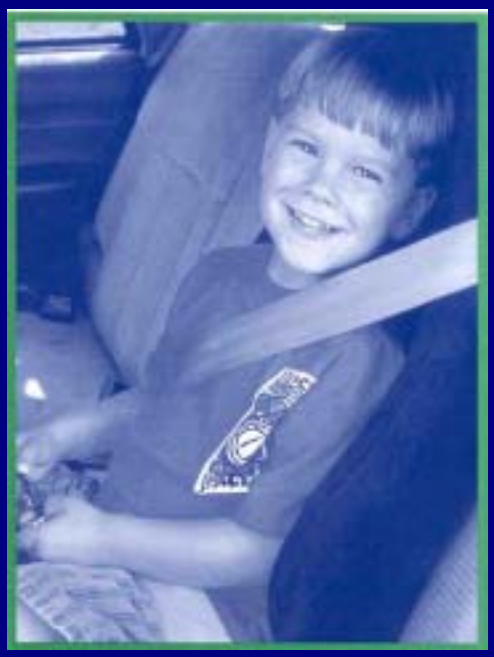
State of Wisconsin

Injury Control-Occupant Protection

2004



WISCONSIN DEPARTMENT OF TRANSPORTATION

04-02
INJURY CONTROL - OCCUPANT PROTECTION

I. GOALS and OBJECTIVES

A. Goals

Goal: To increase statewide average safety belt use to 73% by 2004 and to 75% by 2007 and to 77% by 2009.

1994 Baseline: 61.7% statewide average use

Goal: To reduce child (ages 1-9) occupant injuries and deaths to 2,400 by 2004, to 2,300 by 2007 and to 2,200 by 2009.

1994 Baseline: 2,709 children ages 1-9 killed or injured

B. Objectives

Objective 1: To increase statewide average safety belt use to 73% by the end of CY 2004.

Performance Measure: Percent of restrained occupants in all front-seat positions in passenger motor vehicles including light trucks.

Baseline: In 1994, 61.7% average statewide use demonstrated in a fall 1993 statewide observational survey.

Status: The June 2003 statewide observational survey found 69.8% average statewide use. Use had decreased over more than a year and then rebounded sharply.

Objective 2: To reduce 3-year average youth occupant (15-24) injuries and deaths to 1,800 by the end of CY 2004.

Performance Measure: Three-year average number of injured or killed youth ages 15 to 24 in all front-seat positions in passenger cars and light trucks.

Baseline: In CY 1994, 2,448 occupants ages 15 to 24 were killed or injured. The 1994-1996 three-year average was 2,321.

Status: In CY 2002, 1855 occupants ages 15 to 24 were killed or injured. The 2000-2002 three-year average is 1,852.

Objective 3: To reduce 3-year average youth occupant (10 to 14 and 15 to 19) injuries and deaths to 11,500 by the end of CY 2004.

Performance Measure: Three-year average number of injured or killed youth ages 10 to 14 and 15 to 19 in all front-seat positions in passenger cars and light trucks.

Baseline: In CY 1994, 11,342 youth occupants ages 10 to 19 were killed or injured (1,691 youth ages 10 to 14 and 9,651 youth ages 15 to 19). The 1994-1996 three-year average was 12,645 (1,903 youth ages 10 to 14 and 10,742 youth ages 15 to 19).

Status: In CY 2002, 11,777 youth occupants ages 10 to 19 were killed or injured (1,612 youth ages 10 to 14 and 19,162 youth ages 15 to 19). The 2000-2002 three-year average is 12,183 (1,612 youth ages 10 to 14 and 10,162 youth ages 15 to 19).

Objective 4: To reduce 3-year average child occupant (1 to 9) injuries and deaths to 2,080 by the end of CY 2004.

Performance Measure: Three-year average number of injured or killed children ages 1 to 9 in all front-seat positions in passenger cars and light trucks.

Baseline: In CY 1994, 2,709 child occupants ages 1 to 9 were killed or injured (1,189 children ages 1 to 4 and 1,520 children ages 5 to 9). The 1994-1996 three-year average was 2,664 (960 children ages 1 to 4 and 1,530 children ages 5 to 9).

Status: In CY 2002, 2,010 child occupants ages 1 to 9 were killed or injured. The 2000-2002 three-year average is 2,140.

Objective 5: To increase statewide average correct child safety seat use to 20% by the end of CY 2004, 30% by end of 2005 and 35% by end of 2006.
Performance Measure: Statewide average use of child safety seats for children ages 1 to 8 years old as determined in annual observational surveys of passenger motor vehicles, including light trucks.
Baseline: In 1994, 80.2% average statewide use of child safety seats from Fall 1993 observational survey. No baseline statewide data are available for correct use.
Status: In Summer 2002, 84.5% of children ages 0 to 4 years and 54.3% of children age 5 to 15 were observed as restrained. However, child safety seat incorrect use is estimated at greater than 80 % and checkpoint data at numerous locations showed an average of 90 % incorrect use.

C. Related National/State Goals

The NHTSA National Goal for 2004 is to increase national average safety belt use to 78% (based upon a national use rate of 73% in 2001).

The NHTSA National Goal for 2005 is to reduce child passenger fatalities (0-4 years) by 25%.

II. ESTIMATED BUDGET

OCCUPANT PROTECTION FUNDS 02						
Activity	**Title**	**Fed**	**State**	**Local**	**Tot Prog**	**Loc Benefit**
04-02-01	Program Mgmt	65,000	10,000	10,000	85,000	16,250
04-02-02	PI&E	250,000	50,000	150,000	450,000	125,000
04-02-03	Training-TOPS	5,000	2,000	5,000	12,000	2,500
04-02-04	Safe Community Programs	20,000	2,000	20,000	42,000	20,000
04-02-05	LE Mobilizations	295,000	5,000	100,000	400,000	221,250
	LE Liaisons	85,000	3,000	35,000	`123,000	42,500
04-02-06	Observational Survey	185,000	10,000	35,000	230,000	46,250
	KAB Surveys	70,000	5,000	10,000	85,000	17,500
04-02-07	CPS - WINS	75,000	2,000	45,000	122,000	37,500
402 TOTAL	**(OP)**	1,050,000	89,000	410,000	1,549,000	528,750
04-02-08	Convincer Support	34,000	1,000	5,000	240,000	17,000
04-02-09	Youth PI&E	300,000	10,000	100,000	410,000	150,000
04-02-10	Mid/High School Curriculum	120,000	20,000	60,000	200,000	60,000
	Teen Community Activities	148,700	4,000	70,000	222,700	148,700
	Diverse Community Activities	100,000	2,000	50,000	152,000	100,000
Total 157	**(157OP)**	702,700	37,000	285,000	1,224,700	475,700
04-02-11	CPS Fitting Stations	50,000	2,000	25,000	77,000	25,000
04-02-12	CPS Training/Community Ed	180,000	10,000	90,000	280,000	90,000
Tot 2003b	**(J3)**	230,000	12,000	115,000	357,000	115,000
04-02-13	157 Innovative - Mobilizations	200,000	2,000	100,000	302,000	150,000
Total 157	**(IN2)**	200,000	2,000	100,000	302,000	150,000
Total	**ALL FUNDS**	2,182,700	140,000	910,000	3,432,700	1,269,450

III. PROBLEM IDENTIFICATION and PROGRAM JUSTIFICATION

Seatbelts do not prevent crashes from occurring; not all crashes are survivable and seatbelts are not 100% effective in preventing fatal injuries in serious crashes. They are, however, generally accepted as the most effective means of reducing fatalities when crashes do occur. National research indicates that seatbelts (i.e., properly used lap/shoulder belts) lower the risk of fatal injuries for front seat auto occupants by 45%, and by 60% for light truck occupants.

The National Highway Traffic Safety Administration (NHTSA) estimates the following savings in lives, injuries and economic costs, for specified increases in belt use for the state of Wisconsin. Each one percentage point increase in safety belt use in Wisconsin would be equivalent to an additional 38,000 motorists buckling up.

Table 02-01 Annual Benefits of Increased Seat Belt Use in Wisconsin

	Estimated Fatalities Prevented	Cumulative Fatalities Prevented	Estimated Injuries Prevented	Cumulative Injuries Prevented	Estimated Cost Savings**	Cumulative Cost Savings
2002 Usage Rate 66.1%	224		8,671		$761 million	
Additional Savings at 71.1%*	24	248	656	9,327	$64 million	$825 million
Additional Savings at 76.1%*	49	273	1,312	9,983	$130 million	$891 million
Additional Savings at 77.1%***	55	279	1,400	8,811	$143 million	$904 million
Additional Savings at 81.1%*	76	300	1,968	10,639	$196 million	$957 million

Source: National Highway Traffic Safety Administration (2003) Fatal and injury trends based upon 1987-2001 data

** Usage values represent 5, 10 and 15 percentage point gains over the 2002 statewide usage rate of 66.1%*

*** Estimated costs savings adjusted for CY 2001 economic factors*

**** The shaded area is for an11 percentage point increase in safety belt usage. This is the estimate that NHTSA anticipates a state would gain by switching from a secondary enforcement law to a primary enforcement law.*

A. Magnitude and Severity of Belt Use/Misuse Problem

Statewide Average Use

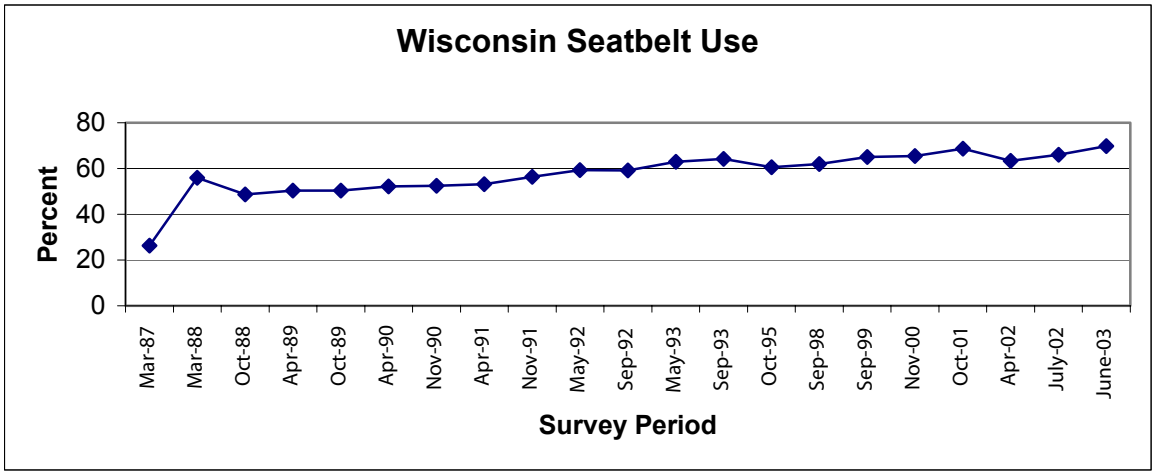
While correct use of safety belts is widely known to protect passengers in motor vehicle crashes, 34% of vehicle passengers on Wisconsin roadways still do not wear their safety belts, and more than 80% of child safety seats are not used correctly.

Four measures of belt use can be used: (1) observed use, (2) use reported to enforcement officers at a crash, (3) use reported to medical care providers after the crash, and (4) belt use determined for fatalities.

(1) Observed Use: The most recent (June 2003) statewide average use was 69.8%. Of Wisconsin's 3,835,549 licensed drivers, approximately 2,677,000 currently wear safety belts.

Longitudinal data are available from observational surveys of belt use taken at 280 locations statewide semiannually through 1994 and annually thereafter. While the 1987-1993 survey methodology remained unchanged and its results were internally consistent, back-seat passengers and pick-up truck occupants were counted. With the non-conforming counts removed from the sample, Wisconsin's average belt use rose several percentage points. Wisconsin's sampling methodology was changed in 1994 to comply with NHTSA guidelines. (*Survey Guidelines -- section 153.11 Fed. Reg. (06-29-92)*). More observations were done on local roads than in past surveys. The survey also breaks down the state by major media markets ("ADI's" – see map 02-13) as a basis for targeting portions of the state for media support of community and enforcement efforts.

Graph 02-02: Observational Surveys 1987-2003



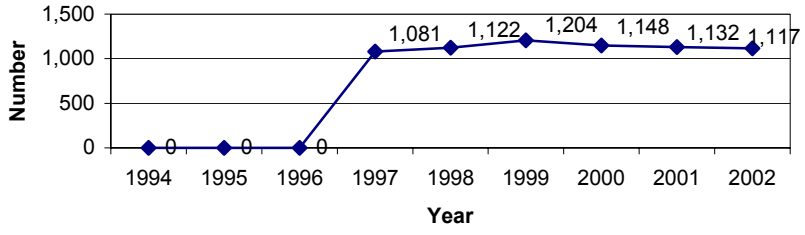
Statewide average use rose from a pre-law statewide average of 26%, to an initial high of 56% in 1988. Belt use then plateaued at about 50% throughout 1989, then rose slowly to plateau again at just over 60% from 1993-1999. Statewide average use in October of 2001 was 68.7%, an increase of 3.3% over the prior year, but still lower than the national average use of 73%.

(2) Belt use reported to the enforcement officer in the crash report is consistently much higher than either observed belt use or use reported to medical care providers. In 2000, for example, while 202,468 (90%) of crash occupants reported to the recording officer that they were properly restrained at the time of the crash, the statewide average observed belt use rate in 2000 was only 65.4%.

(3) Medical care information currently being collected in Wisconsin includes hospital discharge and mortality data. The 2002 data for emergency department visits will soon be available, and a trauma registry is currently under development. Some information about safety belt use is being taken from these sources.

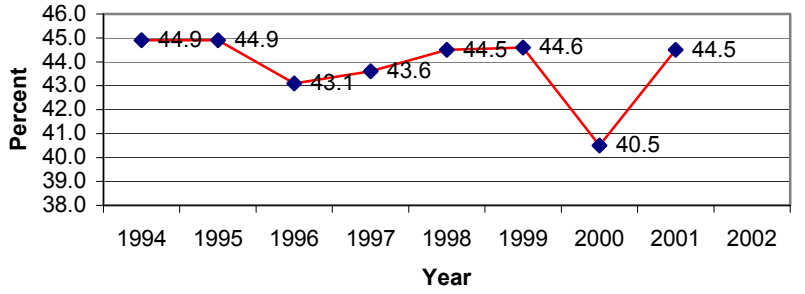
(4) In 2001, 63% of fatalities and almost 42% of persons sustaining incapacitating injuries were determined not to have been wearing their belts at the time of the crash. This is twice the statewide average of observed use!

Graph 02-03 People Ejected/Partially Ejected from Passenger Cars and Trucks



Nearly all people who were ejected sustained injuries, and these were often severe, but no study has been performed to date of the correlation between belt use, ejection and injury severity.

Graph 02-04
Percent of Occupants Killed or Incapacitated Who Were NOT Belted 1994-2002



The injury patterns of belted versus unbelted occupants of motor vehicles in crashes is demonstrated in Table 02-03. Just over 1% of those wearing belts were seriously injured or killed while 18% of those not wearing belts were seriously injured or killed.

Table 02-05 – Injuries per Occupant Exposed (Passenger Cars and Light Trucks) WI-2002

Injury Level	*Belted*	*Not Belted*	*% Not Belted*	*Total*
Not Injured	171,999	11,226	6.1%	183,225
Incapacitating (A)	2,406	1,721	41.7%	4,127
Non-incapacitating-B	10,039	4,009	28.5%	14,048
Possible (C)	27,273	4,112	13.1%	31,385
Killed (K)	197	339	63.2%	536
Total	211,914	21,407	9.2%	233,321

Source: WI Traffic Crash Facts 2002
Note: Counted only if seat location and belt use were reported to and by the traffic enforcement officer

The Wisconsin CODES data linkage project demonstrates with Wisconsin hospital discharge data that the charges for hospitalization of the victims with the worst injuries are significantly higher than charges for unrestrained persons who survive their crashes.

Table 02-06 Wisconsin CODES In-Patient Hospital Charges Belted & Unbelted 1994-2001 **

	1994	1995	1996	1997	1998	1999	2000	2001
Total Occupants	341,364	349,175	322,249	304,130	295,703	333,658	339,887	304,932
Number missing belt info	29,192	39,759	42,113	38,832	37,982	41,012	57,535	69,864
Total Hospitalizations	3,723	3,664	3,436	3,120	3,078	2,962	2,824	3,012
Total Hospital Charges	$59,309,900	$57,203,984	$58,972,532	$53,030,865	$50,540,264	$50,194,857	$58.288,287	$67,146,005
Average Hospital Charge	$15,931	$15,612	$16,228	$16,997	$16,420	$16,946	$20,640	$22,293
Average Charge/Occupant	$174	$164	$183	$174	$171	$150	$171	$220
Total Reported Belted	1836	1773	1671	1540	1566	1454	1534	1612
Total $	$23,319,056	$22,958,783	$22,962,919	$22,076,440	$21,862,669	$24,375,082	$26,462,490	$30,882,026
Average $	$12,701	$12,949	$13,742	$14,335	$13,961	$16,764	$17,251	$19,158
Total Reported Unbelted	1420	1444	1419	1250	1257	1244	1085	1154
Total $	$26,646,146	$26,201,075	$28,974,212	$24,030,706	$24,479,545	$25,819,774	$26,576,454	$29,780,066
Average $	$18,765	$18,145	$20,845	$19,225	$19,475	$20,755	$24,494	$25,806

***Figures are for passenger vehicles and trucks*

Source:Center for Health Systems Research & Analysis - UW Madison (2001)

Opinion Survey

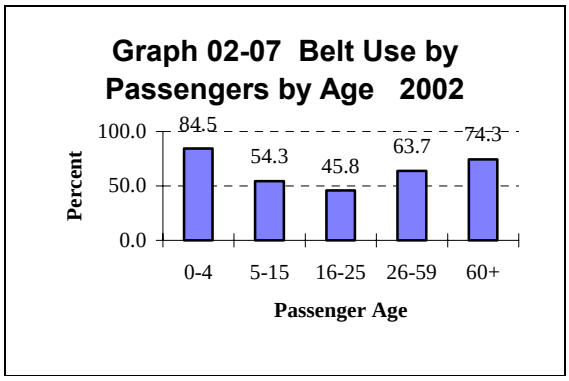
In a 2002 telephone survey of a sample of 750 licensed drivers randomly distributed around the state, 86% of the respondents said they used seatbelts habitually. They were aware they could receive a ticket for non-use, and although just slightly more than half opposed a change to primary enforcement, three quarters thought that an increased fine, addition of points to the penalty and increased enforcement would be effective measures to increase use. They also felt that placing ads in a wide variety of media would be an effective means of increasing belt use.

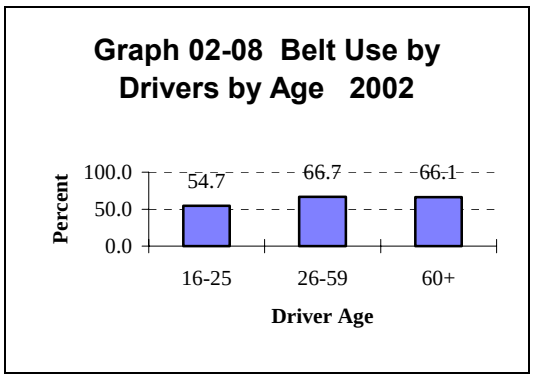
More than half the respondents were older than 45, and 70% had no children in the household. It is not surprising that they were not knowledgeable about Wisconsin child passenger safety laws. The few respondents with child seats installed in their cars thought that the seats were properly installed.

B. Risk Factors for Crash Involvement and Injury

Gender

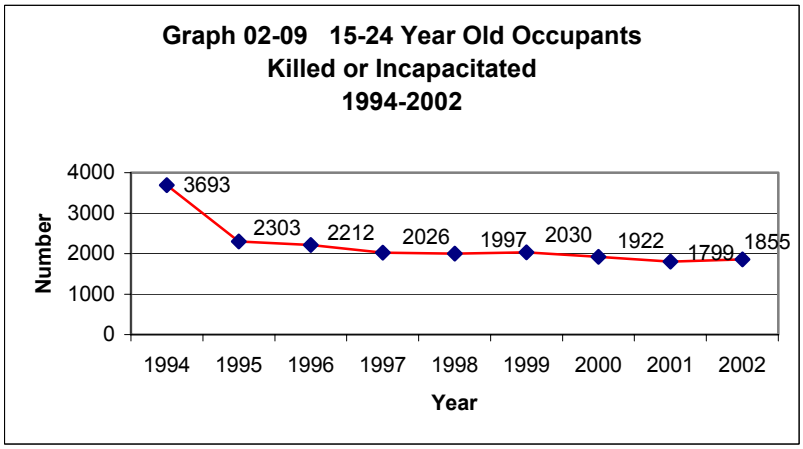
Wisconsin has consistently displayed a gender difference of more than 10% in safety belt use. In the summer 2002 survey, 70.1% of females wore their belts, while only 57.8% of males did.





Age

In 2002, highest belt use (74.3%) was observed in Older Adults (60 and up), and young children (0-4) at 84.5%, and lowest was young people (16-25) at 45.8**%.** Belt use is the lowest among drivers ages 16-25 (54.7%). This group represents 16.5% of licensed drivers, yet accounted for 29.0% of drivers involved in crashes in 2001.



The highest risk group for death in a motor vehicle crash while not belted was the 20-34 year old male. Only 16 or 17% of these young men were wearing a safety belt at the time of the crash that killed them. This set of "hard core" non-users becomes a high proportion of all non-users every year as a greater percent of the other more risk-averse groups begin to buckle up.

In a study of 2,600 occupants of passenger vehicles fatally injured in crashes in Wisconsin between 1997 and 2001, these risk groups are even more starkly delineated. Seventy-one percent of male fatalities were unbelted (only 29% were belted, compared with 59.6% in the observational survey). Young adult victims were most likely not belted.

Table 02-10: Fatally Injured Passengers by Age, Gender, Belt Use 2002

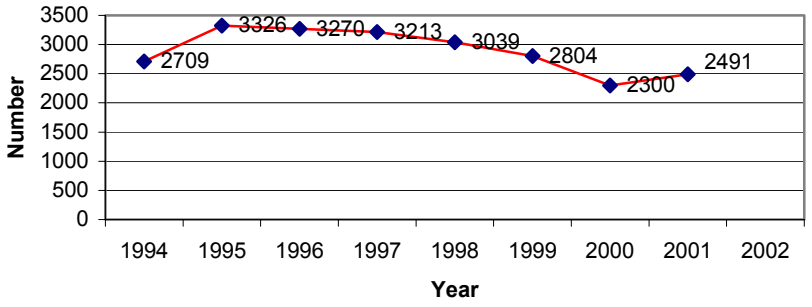
Age Cohort	Total Killed	Unbelted & Killed	% Unbelted	Males Killed	% Unbelted Males Killed
1-9	14	4	57%	3	67%
10-14	8	4	100%	2	100%

15-19	108	76	72%	64	77%
20-24	104	72	76%	71	85%
25-34	95	53	74%	48	73%
35-44	72	59	80%	50	88%
45-64	124	58	55%	63	65%
65-84	86	30	36%	41	21%
85 plus	20	2	11%	8	0%

Source: DMV Crash Database – only if SB use was recorded and seating position known

Restraint use is highest among children 0-4 years of age (84.5%). This includes child safety seat use. However, a 16-month, nationwide study completed in 2002 by the National Safe Kids Campaign showed that approximately 82% of child safety seats are used improperly in the vehicle, creating a situation where a child would be at increased risk of injury in the event of a crash.

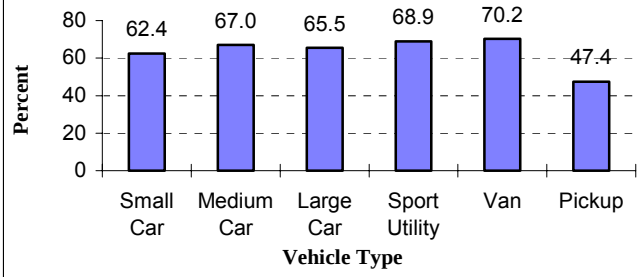
Graph 02-11
Occupants Ages 1-9 Killed or Injured 1994-2002



Vehicle Type

In 2002, occupants of pick-ups had lowest average use, at 47.4%, and occupants of vans had highest use at 70.2%.

Graph 02-12 Belt Use by Vehicle Type 2002



Minority Populations

A few observational surveys and some anecdotal information indicate that most minority populations have lower belt use than the Wisconsin average. Culturally sensitive messages and media must be used to address these groups. An observational survey is planned to take place during late 2002 in several communities with large African-American populations. Similar surveys are planned for 2003 for communities with large Latino/Hispanic populations.

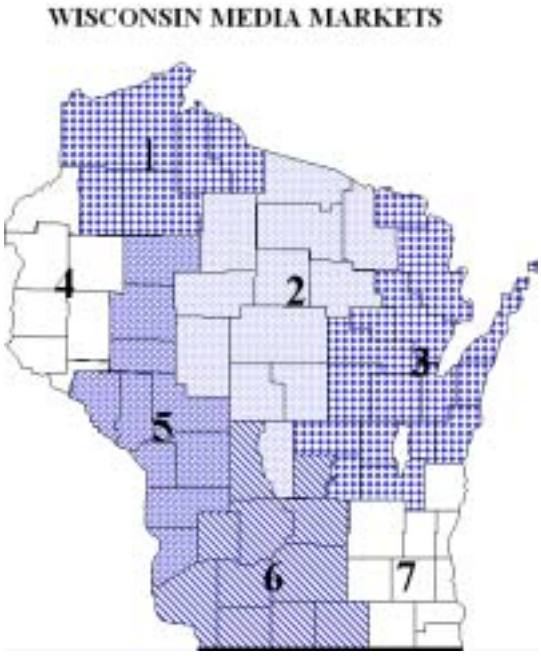
Location

In 2001, average belt use varied by nearly 10 percentage points from one area of the state to another. Belt use was aggregated within Areas of Dominant Influence or media market areas. Lowest use was observed in the western part of the state (59.4%) and highest in the Milwaukee area (72.1%). Use was generally higher in the more urbanized areas.

When last surveyed with a methodology permitting such description, belt use was generally low in the rural and northern portions of the state and higher in the heavily populated southeast quadrant and in west central Wisconsin. In 1993, belt use in cities ranged from a high of 72% in Eau Claire to a low of 52% in Superior. This level of detail is not possible with the current survey methodology.

MAP 02-13

2002 Safety Belt Use By Wisconsin Media Markets



ADI	Average Belt Use	
	2001	2002
1 – Duluth/Superior	62.5%	57.8%
2 – Wausau/Rhinelander	63.8%	62.7%
3 – Green Bay/Appleton	70.0%	67.3%
4 – Minneapolis/St. Paul	59.4%	63.6%
5 – La Crosse/Eau Claire	66.9%	67.9%
6 – Madison	67.6%	73.4%
7 – Milwaukee	72.1%	62.4%

IV. STRATEGIES FOR DECREASING DEATHS & INJURIES

A. Strategies Selected for 2004

Enforcement activity alone is not adequate to force increased belt use and correct use of child safety seats; other partners, including the medical community and businesses need to be belt use

proponents. Over more than 30 years, the most effective means of encouraging preferred behaviors such as belt use is the combined employment of multiple strategies -- in the case of belts, this would include standard enforcement laws with serious financial or other consequences, waves of enforcement preceded and followed by public information that increases the perception of risk of citation. Education about the benefits of belt use is effective with some sub-populations.

Strategy: Seat Belt and Child Safety Seat Legislation

History: Wisconsin was the 29th state to enact a mandatory seat belt use law for both front and rear seat occupants of motor vehicles. Wisconsin's law (Sec. 347.48, - Wis. Stats., 1987 Wis. Act 132) became effective December 1, 1987. In its current form, this secondary enforcement law applies to Wisconsin residents and non-residents in all front seat positions and in rear seat positions equipped with three-point belts. The law carries a flat forfeiture of $10 and no points are assigned against a person's driver record. Those subject to the penalty include operators, operators with unrestrained passengers 4 to 16 years old and passengers at least 16 years old.

Belt use enforcement is secondary, safety checkpoints are illegal in Wisconsin, and the 1999 legislative session passed a “quota bill” to discourage the setting of performance standards for traffic enforcement activity.

Primary Enforcement Legislation--The Wisconsin Safety Belt Coalition was reorganized in 1998. They have had limited success in two attempts to introduce standard enforcement legislation.

Strategy: Enforcement of Safety Belt and Child Passenger Safety Laws

Numerous studies have shown that after belt use laws are passed, there is an initial wave of voluntary compliance. However, highly publicized and visible waves of enforcement of belt laws are necessary for the public perception of risk of citation, and this is key to increased safety belt compliance by those risk-takers who are least likely to buckle up.

History: From the time Wisconsin's law was enacted in 1987 until the spring of 1991, enforcement was sporadic at best. Most citations were issued at crashes. Police officials often said that the failure to enforce was because Wisconsin's secondary law was difficult to cite. Enforcement officers' opinion at that time was that the Legislature was not serious about the law when they made it our only secondary enforcement law, and with a flat $10 forfeiture.

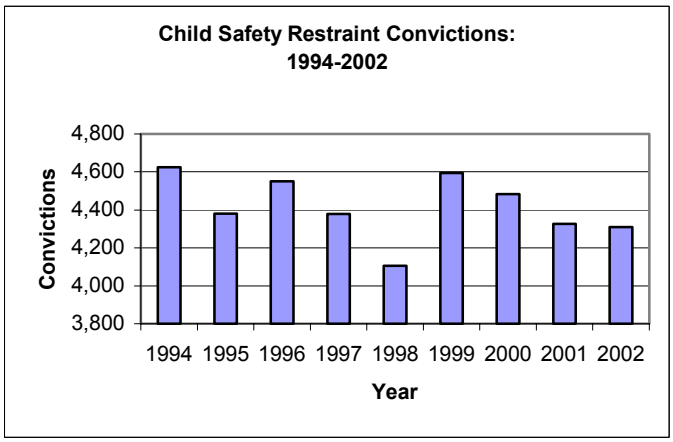
This occupant protection enforcement rate was very low until the mid-90s, especially when observational surveys indicated that nearly 40% of the traveling public was violating the law. However, since the mid-90s, the citation rate for occupant protection violations has risen dramatically as a result of the high level of traffic enforcement activity. Enforcement of the child safety restraint law has not been as high a level, reflecting officer uncertainty about the child’s age and correct use, and the relatively much higher forfeiture ($75.00) and additional fees.

Citations: A high level of belt use enforcement has been maintained although for two years a decrease in number of safety belt convictions and their percent of all traffic convictions was noted. In 2001, 94,013 motorists were convicted of violations of occupant protection laws. The total consists of 4,327 child passenger safety violations and 89,686 safety belt violations, which is slightly over 11% of all traffic convictions.

Graph 02-14: Traffic Convictions Entered on Driver Record File -- 1994-2002
OCCUPANT PROTECTION CHARGES

Convictions for failure to fasten safety belts decreased by more than 7,000 in 2002 from the all-time high of 89,686 in 2001. Convictions for child safety seat violations have decreased steadily since 1999.

Graph 02-15: Traffic Convictions Entered on Driver Record File -- 1994-2002
CHILD RESTRAINT USE CHARGES



Enforcement Mobilizations: Mobilizations are high-profile law enforcement programs, combined with paid and earned media, and evaluated in terms of observations of belt use and surveys of public awareness and public changes in behavior. These mobilizations consist of 5 actions: 1) Two Weeks of High-intensity Traffic Law Enforcement; 2) Intense Publicity – paid and earned, using messages that increase the perception of risk; 3) Pre/post Observational Surveys; 4) Pre-post Knowledge/Attitude/Behavior Surveys; and 5) Immediate reporting of enforcement and media activity. During FY04, three such mobilizations are planned: an Alcohol Mobilization in December, 2003, a Safety Belt Mobilization in May, 2004 and a Multiple Message Mobilization in mid-Summer, 2004.

Strategy: Education and training
Child safety seat use is so complicated that, ideally, every individual should be educated in correct installation and use of their specific equipment in their specific vehicle. This is clearly impossible to do from the state level, so training and certification of child safety seat experts who can be available locally is being made available throughout the state.

Strategy: Evaluation
Statewide, local and subgroup observational and opinion surveys will be used to target enforcement and education activities and to identify motivators for non-use in high-risk populations. Surveys will be incorporated into the mobilizations.

Strategy: Empowerment
Provision of technical support, community grants, and data or survey methodologies will give communities the tools and incentives to identify the problems they need to address locally and ideas for addressing the problems to change social mores. Expanding partnerships with diverse organizations and high-risk and hard-to-reach populations, as well as expanded outreach to minority audiences, also contribute to community empowerment.

B. Project Selection Criteria

General Criteria:

1. Communities with population in excess of 10,000 and with many highway miles and other exposure factors (County Data in Tables 00-16, 00-17);
2. a plan to evaluate the effectiveness of coalition-supported activities, and
3. a history of using Highway Safety funds effectively as seed money to develop continuing programs.

Smaller communities may be eligible if they demonstrate problems of unusual scope or unusual buy-in and effectiveness in past Highway Safety projects.

Safe Community Occupant Protection Projects: Priority will be given to communities

1. With the general factors above;
2. with an identified and established Safe Community Coalition,
3. with low belt use or high improper child safety seat use or low injury-to-death ratio supported by local data (County Data in Tables 00-16, 00-17), and
4. applying for a new project (previously funded projects are not eligible).

Teen Buckle Down Projects: Priority will be given to communities

1. with the general factors above and
2. with low belt use in the teen population, supported by local data,
3. which demonstrate community involvement through matching funds and/or activities, and
4. involving and led by local students and law enforcement.

Diversity Challenge Projects: Priority will be given to communities with the general factors above and with low belt use or high improper child safety seat use or low injury-to-death ratio supported by local data and with demonstrated community planning and coordination.

Elementary and Secondary School Projects: Priority will be given to communities with the general criteria above and with low safety belt use or low injury-to-death ratio, supported by local data; and with school system, student and local law enforcement involvement.

Buckle Up or Pay the Price Enforcement Wave Projects: Priority will be given to communities with the general criteria above and with low belt use or low injury-to-death ratio supported by local data, large numbers of crashes and crash-related serious injuries and deaths, and with many highway miles and other exposure factors (County Data in Tables 00-16 and 00-17).

Child Passenger Safety Fitting Station Projects: Priority will be given to communities with the general criteria above and with certified CPS Technicians performing car seat checks, demonstrating need for project start-up materials, and that are willing to make the fitting stations available to the public on an on-going basis rather than just for special events.

V. ACTIVITIES and ESTIMATED FUNDING by STRATEGY

A: General Occupant Protection

STRATEGY -- PROGRAM MANAGEMENT

Activity: 04-02-01-OP SUPPORT 1 FTE PROGRAM MANAGEMENT POSITION.

Problem: Wisconsin average safety belt use is below the national goal of 90% by 2005 established by the President. Statewide activities require planning, coordination, communication and evaluation.

Objective: Provide oversight of program activities—Program Management position will perform data analysis and develop, monitor program and contract finances and activities for Occupant Protection and EMS Program areas. Determine statewide average safety belt use to indicate what percentage of motorists are wearing safety belts and if programs are effective.

Resources: $65,000 for salary and fringe for 1 FTE Program Manager, travel, training, materials and supplies, memberships, subscriptions and contractual services.

Evaluation: Compare program objectives and planned activities with accomplishments and comment on reasons for success or lack thereof. Quarterly and final reviews and Annual report. Safety belt survey results.

STRATEGY -- EDUCATION – Public Information & Education

Activity: 04-02-02-OP PUBLIC INFORMATION AND EDUCATION -402 funded ($50,000 for PM)

Problem: Those who respond to safety messages are already buckling up. The nearly 34% of Wisconsin travelers who do not use seat belts must be reached with different media and messages, and these must be updated regularly to both be perceived by the various audiences and make a difference to them. Child safety seats are not properly used because of confusing instructions. Changes in laws and technologies must be disseminated widely. A variety of messages are required for different ages and cultures.

Objectives: 1. To incorporate PI&E into OP programming in accord with long-range PI&E plan.
2. To reach 25% of the target audiences with appropriate messages and change the behavior of 25% of them.
3. To conduct Saved by the Belt, Survivor of the Year, Buckle Up or Pay the Price campaigns; and Maintain Convincers.

Resources: $250,000. Paid Media. Duplicate, print, distribute, purchase pamphlets, posters, audio, video and other promotional materials.

Self-sufficiency: Communities will be expected to pay for reproduction of state-produced materials.

Evaluation: BOTS PI&E Evaluation Administrative- number of persons receiving messages. Impact: survey change in KAB

Activity: 04-02-08-157OP CONVINCER SUPPORT – Sec. 157 Incentive Funds

Problem: Longitudinal data on safety belt and child safety seat use are valuable in targeting public information materials and social marketing campaigns. Multiple surveys of knowledge, attitudes and behaviors, including targeted surveys, are useful in developing media campaigns and program activities.

Objectives: 1. To provide statewide opportunity for a wide variety of audiences to experience the feel and look of belted and unbelted crashes by making the sled and rollover "Convincers" available.
2. To provide supporting print materials at these demonstrations.

Resources: $34,000. Contractual services, PI&E.

Self-sufficiency: None. This is part of the on-going public education.

Evaluation: Administrative: Numbers reached. Impact: KAB survey pre/post of audiences.

STRATEGY -- EDUCATION – Education/Training

Activity: 04-02-03-OP TOPS TRAINING

Problem: Most of the Law Enforcement agencies in Wisconsin have Occupant Protection Usage and Enforcement (OPUE) trained instructors. It has been several years since the national curriculum has been updated. BOTS will work with other state training programs to develop a more current curriculum, and provide the materials to all WI OPUE trainers, as well as continue training new officers.

Objectives: 1. Provide updated TOPS training to 500 OPUE instructors statewide.
2. Train an additional 150 OPUE trainers.

Resources: $5,000 for instructor fees and expenses, instructor/ participant manuals, meals, other instructional materials.

Self-sufficiency: Instructors will be required to provide training to their department's officers at the department's expense.

Evaluation: Administrative evaluation on planned activities. Survey pre/post knowledge, attitude and behavior of instructors, officers.

STRATEGY -- EMPOWERMENT – Community Programs

Activity: 04-02-04-OP SAFE COMMUNITIES – Occupant Protection Activities

Problem: Community members must collaborate to prevent all types of injuries and make their community a safer place to live by forming coalitions of public safety and health professionals, engineers and planners, private citizens and advocacy groups, and business, education and faith leaders to combine resources to implement programs that will be successful in changing public knowledge, attitudes and behaviors.

Objective: Provide funding for 4-6 Safe Communities in 2004. Support occupant protection activities for Safe Communities Coalitions.

Resources: $20,000 for innovative programs to increase safety belt and child safety seat use within identified Safe Communities. Funds may be used for training, community materials development or innovative uses approved by OP program manager.

Self-sufficiency: Communities will maintain their collaborative efforts in a continued Safe Communities concept.

Evaluation: Administrative evaluation of planned activities. Impact evaluation of programs implemented by Coalition.

Activity: 04-02-10-157OP DIVERSE COMMUNITIES - Occupant Protection Activities – 157 Incentive Grant Funded

Problem: Wisconsin diverse communities and minority population (Hispanic, Native American, African American and Hmong) have been shown by local surveys to have lower belt use than the state average. While not a large portion of the state's population, they are concentrated in a few areas of the state, such as the Southeast quadrant of the state. Strategies for communicating safety messages and motivating changes in behavior must be culturally sensitive and community-driven. Community leaders and opinion leaders must be involved in program development and implementation. In some minority populations, the church is the most important social institution and can have a greater impact on the community than traditional safety advocates and media messages; in others, youth leadership is vital. Strategies may include safety fairs, other safety events associated with various institutions, and development of localized messages.

Objective: 1.Assist up to five minority/ diverse communities to develop local programs to address safety belt use.
2. Assist one consortium of opinion leaders to produce a community-wide competition for belt use during FY04.
3. Support occupant protection activities in up to 5 Safe Communities Coalitions that have completed the Traffic Safety Assessment.

Resources: $100,000 for training, community materials development, printing, mailing or innovative uses approved by OP program manager.

Self-sufficiency: This is a one-time grant.

Evaluation: Administrative evaluation of planned activities. Pre/post observation/KAB survey results of implemented programs.

STRATEGY -- ENFORCEMENT

Activity: 04-02-05-OP LE MOBILIZATION ("BUCKLE UP or PAY THE PRICE")

Problem: Only 66.1% of Wisconsin motorists wear their safety belts. The President has supported an initiative to increase safety belt use to 90% by 2005. In an attempt to achieve this goal, Wisconsin will continue a program of heavy enforcement combined with a hard-hitting media and public information campaign. This combination is known as a mobilization or sTEP wave.

Objective: 1. Increase safety belt use to 73% by the end of CY 2004.
2. Maintain sTEP Wave concept of enforcement, participating in national mobilization periods
3. 85-100% of WI LE agencies will participate in safety belt mobilizations

Resources: $295,000 for overtime enforcement to 75 - 100 LE agencies in return for performance of sTEP Enforcement Waves.

Self-sufficiency: Agencies will be required to pay for officer regular time to do the sTEP Waves. They will be encouraged to continue the concept after the grant period is completed.

Evaluation: Administrative evaluation. Local surveys to determine if safety belt usage has increased.

Activity: 04-02-15-IN2 LE MOBILIZATION ("BUCKLE UP or PAY THE PRICE")

Problem: Only 66.1% of Wisconsin motorists wear their safety belts. The President has supported an initiative to increase safety belt use to 90% by 2005. In an attempt to achieve this goal, Wisconsin will continue a program of heavy enforcement combined with a hard-hitting media and public information campaign. This combination is known as a mobilization or sTEP wave.

Objective: 1. Increase safety belt use to 73% by the end of CY 2004.
2. Maintain sTEP Wave concept of enforcement, participating in national mobilization periods.

Resources: $200,000 for overtime enforcement to 75 - 100 LE agencies in return for performance of sTEP Enforcement Waves.

Self-sufficiency: Agencies will be required to pay for officer regular time to do the sTEP Waves. They will be encouraged to continue the concept after the grant period is completed.

Evaluation: Administrative evaluation. Local surveys to determine if safety belt usage has increased.

Activity: 04-02-05 OP LAW ENFORCEMENT LIAISONS

Problem: The dissemination and sharing of information with law enforcement is a formidable task, especially with statute changes, improvements, new technology and improved program ideas. Getting the information to law enforcement personnel specifically is a challenge, best addressed by delivery through one of their own.

Objective: Continue support of four former law enforcement officers who promote traffic law enforcement, training courses and highway safety-related activities by personal contacts with law enforcement agencies, and by presentations and conference presence for businesses and community groups.

Resources: $ 85,000 for salary and fringe, travel, meals and lodging.

Self-sufficiency: None.

Evaluation: Administrative – quarterly surveys of promotional efforts describing who, what, where, when of efforts made, and results of the efforts.

STRATEGY -- EVALUATION – Surveys & Studies

Activity: 04-02-06-OP OBSERVATIONAL SURVEY – SAFETY BELTS

Problem: Longitudinal data on safety belt and child safety seat use are required by the federal government and for state program design and analysis. The last observational survey took place in 2002. The data were used for program planning and evaluation. Additionally, observational surveys are required prior to and following periods of enforcement known as Buckle Up! mobilizations.

Objectives: 1. Review and revise survey protocol. Support automation if available.
2. Perform statewide survey during 2004, identifying vehicle type, driver/passenger, age, and gender.
3. Analyze and publish survey results by November 2004.

Resources: $125,000. Contract for survey and raw data.

Self-sufficiency: This is a highway safety program management responsibility.

Evaluation: Did the survey provide valid, useful information? Was it cost beneficial? Did BOTS or other program staff use the data in program development/ analysis?

Activity: 04-02-06-OP SURVEY

Problem: Longitudinal data on safety belt and child safety seat use are valuable in targeting public information materials and social marketing campaigns. Multiple surveys of knowledge, attitudes and behaviors, including targeted surveys, are useful in developing media campaigns and program activities. Additionally, telephone opinion and knowledge surveys are required for Buckle Up! Enforcement mobilization waves to determine the impact and recognition of media messages.

Objectives: 1. Review public information materials. Determine what questions need to be answered by the survey. Determine what data need to be gathered to answer those questions. Determine the most effective and efficient means of gathering data.
2. Perform statewide survey during 2004, identifying which materials and strategies were most successful in affecting attitudes and behaviors.
3. Analyze and publish survey results by November 2004.

Resources: $60,000. Contract for survey and analysis.

Self-sufficiency: This is a highway safety program management responsibility.

Evaluation: Did the survey answer the questions with valid information? Was it cost beneficial? Did BOTS or other program staff use the data in program development/ analysis?

Activity: 04-02-06-OP PROGRAM and PROJECT EVALUATIONS

Problem: Much societal and individual behavior change results from a slow process of incremental changes in knowledge and attitudes. Much problem identification, program development and evaluation is based upon outcome data rather than the more rationally linked KAB survey data or the regular observation of road user behavior.

Objectives: 1. To develop survey instruments and conduct statewide surveys.
2. To assess public opinion and beliefs about traffic safety for program planning.
3. To use these results to develop and perform program and project analyses.
4. To develop more accessible, effective and user-friendly reports and media campaigns.
5. To purchase and program pen-based computers for use in occupant protection observational surveys.

Resources: $25,000. Contract for surveys and analyses. Purchase equipment.

Self-sufficiency: These surveys are included in safety program administration.

Evaluation: Administrative – document development, implementation and use; evaluate effect of surveys on program effectiveness.

B. Youth Safety Belt Use

STRATEGY -- EDUCATION – Outreach and Materials

Activity: 04-02-09-157OP YOUTH PUBLIC INFORMATION AND EDUCATION – Outreach/Media -- 157-Incentive Grant funded (includes PM)

Problem: Youthful drivers (ages 16 to 20) and also 21 to 34-year-old high-risk drivers contribute disproportionately to Wisconsin's highway deaths as a result of a combination of speeding, risk-taking and failure to wear safety belts. The characteristics of these subpopulations make them difficult to reach with classic slogan-based media messages. Those who respond to safety messages are already buckling up. Information and motivational materials that are closely tied to other program activity, that are narrowly targeted to the teen and college-age driver and that are delivered in venues such as in vehicles or movie theaters where they are likely to congregate with their peers are most likely to be effective. Up-to-date and well-researched materials are available from e.g. the Drug-Free America Campaign, and purchased and earned media time such as in-theater or on youth-oriented radio stations can pinpoint their delivery.

Objectives: 1. Research, develop/acquire targeted educational and motivational materials and acquire media time or other appropriate venues to distribute these materials.
2. Reach 25% of the target audiences with appropriate messages and change the behavior of 25% of them.

Resources: $300,000. Paid Media, duplicate, print, and distribute age and target-specific materials. Purchase media time if appropriate.

Self-sufficiency: Communities will be expected to pay for reproduction of state-produced materials.

Evaluation: BOTS PI&E Evaluation Administrative- number of persons receiving messages. Impact: survey changes in KAB of each population targeted.

STRATEGY -- EDUCATION – Education/Training

Activity: 04-02-10-157OP MIDDLE/HIGH SCHOOL CURRICULUM and MATERIALS DEVELOPMENT –157 Incentive Grant funded

Problem: Youthful drivers (ages 16 to 20) contribute disproportionately to Wisconsin's highway deaths as a result of a combination of speeding, risk-taking and failure to wear safety belts. Community support for quality decision-making in these populations is being addressed in the Youth Alcohol Program. This task complements those activities by providing the communities with materials and curricula to integrate knowledge about the physics, politics, language use, etc., of safety decisions into their children's every day school experience.

Objectives: 1. To develop/purchase curricula and supporting materials integrating safety concepts into Middle and high school classes.
2. To work with the Department of Public Instruction and local school districts to accept all or portions of these curricula into required coursework (physics, English, problems of democracy, etc).
3. To reach 25% of state middle and high school students with curricula.

Resources: $120,000. Develop, purchase, duplicate and distribute age-appropriate, educationally approved curricula and supporting materials.

Self-sufficiency: Communities will be expected to pay for reproduction of state-produced materials.

Evaluation: BOTS PI&E Evaluation Administrative- number of school systems, schools and students using the new curricula and materials. Impact: survey changes in KAB

STRATEGY -- EMPOWERMENT – Community Activities

Activity: 04-02-10-157OP TEEN-INVOLVED COMMUNITY OP ACTIVITIES 157 Incentive Grant funded

Problem: Young drivers make many judgment errors; they fail to wear seat belts on a regular basis and need to develop this habit. With the increasing proportion of 15 to 20-year-old drivers and their high crash rate, increased safety belt use has great potential for decreasing fatalities and serious injuries. Communities lack adequate resources and need assistance in expanding their efforts in reducing youth involvement in motor vehicle crashes. Many Wisconsin Communities and their school systems try to initiate safe driving programs around high-risk events such as graduation and prom or in response to local crashes, but often need a small dollar amount to assist in providing these programs. Wisconsin youth have few opportunities to be involved in youth leadership positions, advocating for themselves, developing and pursuing policies or working toward peer attitude or behavior change.

Objectives: 1. To assist up to 6 communities to implement community safe driving awareness programs by September 2004.

2. To assist up to 15 communities to implement Operation Teen Buckle Down to increase safety belt usage among young drivers by 25% in participating communities by September 2004.

3. To increase the number of youth involved in community service to 25% by September 2004.

4. To study the usefulness of an RFP process for a school-centered umbrella highway safety project.

Resources: $148,700 for training, materials development or purchase, duplication, mailing or innovations approved by OP program manager.

Self-sufficiency: Communities will provide plan for continuing the funded activity as a condition of receiving a grant.

Evaluation: Administrative evaluation of planned activities – numbers involved; pre/post obs & KAB Survey

Activity: 04-02-04-OP ELEMENTARY and SECONDARY SCHOOLS – Occupant Protection Activities (Can be combined with youth alcohol and Pedestrian/Bike School-based activities - 03-09-04 and 03-41-07)

Problem: Teens and young adults do not buckle up consistently and some never buckle up. Schools can counter this by introducing and reinforcing the habit as an integrated portion of their school educational and social experience. Students may be involved in Safe Communities assessments and coalition building, belt use or other safety behavior surveys, program development and other empowering activities related to highway safety.

Objective: Provide funding for 4-6 School systems and reach 4,000 students with the program during 2004.

Resources: $20,000 for training, printing and materials.

Self-sufficiency: Schools will be able to continue using the materials, projects and curricula developed locally.

Evaluation: Administrative evaluation of planned activities. Local evaluation of projects, materials and curricula.

C. Child Passenger Safety

STRATEGY -- EMPOWERMENT – Child Passenger Safety

Activity: 04-02-07-OP WINS SUPPORT

Problem: Close to 90% of child safety seats are used incorrectly. This is not the fault of the parent/guardian as instructions are not always easy to follow and can be confusing. With the large number of different child safety seats and different seat belt systems, it is hard to maintain the necessary information to answer questions from the public.

Objective:
1. Increase correct child safety seat use to 20% by 2003.
2. Provide staffing for an 800 phone number.
3. Maintain recall list of child safety seats.
4. Provide for free loan of Vince & Larry costumes.
5. Provide incentive items for the public to use.
6. Coordinate Child Passenger Safety Training Courses

Resources: $70,000 for contractual services.

Self-Sufficiency: Cost of doing business. BOTS does not have staff or space to maintain these functions.

Evaluation: Administrative evaluation to determine how much the public uses these resources.

Activity: 04-02-14-J3 WCPSA SUPPORT

Problem: Child Passenger volunteers through out Wisconsin need to have an organization that they can belong to. They do not have a method of receiving information and updates on child passenger safety issues. They do not have a resource for receiving materials or an opportunity to update their skills.

Objective:
1. Increase correct child safety seat use to 20% by 2004
2. Provide support for joint annual WCPSA/EMS-Children conference and information and updates to members.

Resources: $5,000 for conference expenses, development of a newsletter, updating, printing, and distribution of Child Passenger Safety manual.

Self-sufficiency: Attendees will pay their own expenses to attend the conference and annual membership fees.

Evaluation: Administrative evaluation. Survey of conference attendees.

Activity: 04-02-11-J3 COMMUNITY-BASED CHILD PASSENGER SAFETY FITTING STATIONS

Problem: More than 90% of child safety seats are not used correctly, even in well-educated and motivated communities. Wisconsin has about 975 certified Child Passenger Safety technicians who are available to offer assistance to families in the correct restraint of their children. Once trained, many CPS Technicians need assistance in the development of resources and materials needed to conduct proper child safety seat inspections.

Objective:
1. To develop 25 Permanent Child Passenger Safety Community Fitting Stations providing assistance to families with the installation of child restraints.
2. To increase the correct use of child safety seats to 20% by the end of 2004.

Resources: $50,000 one-time funding for materials, supplies and auditing stations.

Self-sufficiency: Once established, Fitting Stations will be responsible for maintaining materials such as locking clips, tethers, etc., and for maintaining certification of technicians.

Evaluation: Observational survey of correct use; annual audit of all fitting stations.

STRATEGY -- EDUCATION -- Training

Activity: 04-02-12-J3 CHILD PASSENGER SAFETY TRAINING and COMMUNITY EDUCATION

Problem: Almost 90% of child safety seats are used incorrectly. This is because fitting a seat to a car and a child to a seat is confusing and difficult. Difficulties arise because child restraints are not always compatible with the vehicle, recalls may have been made, parts may be missing from the seat, etc.

Objective: Increase correct child safety seat use to 20% by 2003 by doing the following training:

1. Certify an additional 150 Child Passenger Safety Technicians.
2. Provide mentoring/assistance to newly trained CPS Technicians in a minimum of 30 communities.
3. Evaluate/modify and develop child passenger safety public information and education materials.

Resources: $180,000 for instructor fees and expenses, participant and instructor manuals, child safety seats for classes, other instructional materials, and materials for inspections, public information and education materials.

Self-sufficiency: Technicians and instructors will be required to maintain their certification by attending inspection events and mentoring less experienced technicians.

Evaluation: Administrative evaluation. Perform 3 month follow up survey of all CPS Technicians trained; conduct a follow-up evaluation statewide of at least 500 families who received assistance from CPS Technicians.